



California Homeland Security Strategy

March 2005

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Governor

PREFACE

California has long recognized terrorism as a threat to our citizens, government facilities, infrastructure and economy. Following the 1995 attack on the Alfred P. Murrah Federal Building in Oklahoma City, and a growing terrorism threat, California created the California Terrorism Response Plan (March 1999, revised in February 2001). It also established the State Strategic Committee on terrorism and a sub-organization, the State Threat Assessment Committee, to ensure that we were capable of identifying potential terrorist acts and responding to any attacks that might occur.

In the wake of the growth of international terrorist groups and the September 11, 2001 attacks, California, along with the rest of the nation, moved quickly to respond to the threat of international terrorism. Al Qaeda was quickly identified as the perpetrator of the attacks and the primary focus of the ongoing terrorist threat to America. Their goal was and remains causing mass casualties and inflicting damage upon America's economy and national icons. California continues to be a high risk state with a wide variety of targets attractive to both domestic and international terrorist organizations.

The nature of this threat demands that response measures be taken with a sense of urgency to address a broad variety of needs. Systems for a wide variety of homeland security needs have been put in place, from grants management to critical infrastructure protection, with a speed dictated by the urgent nature of the threat.

Now that three years have passed since the September 11, 2001 attacks, California and the nation are in a position to analyze and reassess the federal, State and local efforts made to date and developing a strategy for the future. This strategy reflects an important, but initial part of our effort to better prepare for the terrorism threat.

This strategy builds upon the foundation laid by the *National Strategy for Homeland Security* from the federal Department of Homeland Security. It uses some of the key language and concepts identified in the federal strategy, intertwining them with needs and efforts particular to California.

Homeland security nationally and in California is a continuously evolving field. The urgent need to secure our country and state, which enjoys so much freedom, prosperity and openness, remains a difficult, but crucial, challenge.

Due to the evolving nature of the threat, this document should be regarded as a work in progress. California's Office of Homeland Security (OHS) is committed to adapting in whatever way necessary to best address future contingencies. As a result, this document will likely be amended and revised over the next year in response to current threat information, risk analysis and vulnerabilities as they develop.

CALIFORNIA'S OBJECTIVES

The strategic objectives of homeland security in California mirror those identified in the federal strategy. They are:

- (1) Prevent terrorist attacks within the State;**
- (2) Reduce California's vulnerability to terrorism; and**
- (3) Minimize the damage and recover from attacks that do occur.**

CRITICAL MISSION AREAS

At the federal level, the *National Strategy for Homeland Security* aligns and focuses homeland security functions into the following six critical mission areas:

- (1) intelligence and warning,
- (2) border and transportation security;
- (3) domestic counterterrorism,
- (4) protecting critical infrastructure,
- (5) defending against catastrophic terrorism, and
- (6) emergency preparedness and response.

The first three mission areas focus primarily on preventing terrorist attacks; the next two on reducing our Nation's vulnerabilities; and the final one on minimizing the damage and recovering from attacks that do occur. California will align our counter-terrorism efforts according to these critical mission areas.

Intelligence and Warning

Terrorism depends on surprise. With it, a terrorist attack has the potential to do massive damage to an unwitting and unprepared target. Without it, the terrorists stand a good chance of being preempted by authorities, and even if they are not, the damage that results from their attacks is likely to be less severe. California will take every necessary action to avoid being surprised by another terrorist attack. We must have an intelligence and warning system that can detect terrorist activity before it manifests itself in an attack so that proper preemptive, preventive, and protective action can be taken. California must work in full support of the federal agencies to complement their intelligence and warning efforts to ensure that there is an integrated system at the federal, State and local levels.

Border and Transportation Security

America historically has relied heavily on two vast oceans and two friendly neighbors for border security; and on the private sector for most forms of domestic transportation security. The increasing mobility and destructive potential of modern terrorism has required the United States to rethink and renovate fundamentally its systems for border and transportation security. Indeed, we must now begin to conceive of border security and transportation security as fully integrated requirements because our domestic transportation systems are inextricably intertwined with the global transport infrastructure. Virtually every community in American is connected to the global transportation network by the seaports, airports, highways, pipelines, railroads, and waterways that move people and goods into, within, and out of the Nation. We must therefore promote the efficient and reliable flow of people, goods and services across borders, while preventing terrorists from using transportation conveyances or systems to deliver implements of destruction.

California is home to a wide land border with Mexico, supplies 43% of the nation's goods through its ports, and is the destination of millions of immigrants and visitors each year. California is committed to supporting the federal government's efforts to secure our borders and transportation systems to keep Californians secure.

Domestic Counterterrorism

The attacks of September 11 and the catastrophic loss of life and property that resulted have redefined the mission of federal, state, and local law enforcement authorities. While law enforcement agencies will continue to investigate and prosecute criminal activity, they should now assign priority to preventing and interdicting terrorist activity within the United States. California's state and local law enforcement officers will be critical in this effort. California will use all legal means –both traditional and nontraditional – to identify, halt, and, where appropriate, prosecute terrorists. We will pursue not only the individuals directly involved in terrorist activity but also their sources of support: the people and organizations that knowingly fund the terrorists and those who provide them with logistical assistance and material support.

Protecting Critical Infrastructure and Key Assets

Our society and modern way of life are dependent on networks of infrastructure – both physical networks such as our energy and transportation systems and virtual networks such as the Internet. If terrorists attack one or more pieces of our critical infrastructure, they may disrupt entire systems and cause significant damage to the Nation. We must therefore improve protection of the individual pieces and interconnecting systems that make up our critical infrastructure. Protecting California's critical infrastructure and key assets will not only make us more secure from terrorist

attack but will also reduce our vulnerability to natural disasters, organized crime, and computer hackers.

California's critical infrastructure encompasses a large number of sectors. California will seek to deny terrorists the opportunity to inflict lasting harm to our State and Nation by protecting the assets, systems, and functions vital to our State security, governance, public health and safety, economy, and national morale.

Defending Against Catastrophic Threats

The expertise, technology, and material needed to build the most deadly weapons known to mankind – including chemical, biological, radiological, and nuclear weapons – are spreading inexorably. If our enemies acquire these weapons, they are likely to try to use them. The consequences of such an attack could be far more devastating than those we suffered on September 11 – a chemical, biological, radiological, or nuclear terrorist attack in California could cause large numbers of casualties, mass psychological disruption, contamination and significant economic damage, and could overwhelm local medical capabilities.

Currently, chemical, biological, radiological, and nuclear detection capabilities are modest and response capabilities are dispersed throughout the country at every level of government. While current arrangements have proven adequate for a variety of natural disasters and even the September 11 attacks, the threat of terrorist attacks using chemical, biological, radiological, and nuclear weapons requires new approaches, a focused strategy, and a new organization. We must also work to protect and secure materials within California that can be used to create such weapons.

Emergency Preparedness and Response

We must prepare to minimize the damage and recover from any future terrorist attacks that may occur despite our best efforts at prevention. An effective response to a major terrorist incident – as well as a natural disaster – depends on being prepared. Therefore, we need a comprehensive State and national system to bring together and coordinate all necessary response assets quickly and effectively. We must plan, equip, train, and exercise a variety of response elements at a variety of levels to mobilize without warning for any emergency.

Many pieces of this State and national emergency response system are already in place. America's first line of defense in the aftermath of any terrorist attack is its first responder community – police officers, firefighters, emergency medical providers, public works personnel, and emergency management officials. Furthermore, California has a well established and experienced emergency management system supporting local emergency response efforts and integrating federal response.

Homeland Security Presidential Directive 8 (HSPD-8) Coordination

The purpose of HSPD-8 is to "establish policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of Federal preparedness assistance to State and local governments, and outlining actions to strengthen preparedness capabilities of Federal, State, and local entities."

In partnership with Federal, State and Local partners, California will work to strengthen its all hazard preparedness efforts as required by HSPD-8 in accordance with the Interim National Preparedness Goal. Protecting California's citizens requires that Federal, State and local agencies within California work together to identify capabilities, gaps in the capabilities and exercise scenarios to ensure the highest level of preparedness.

CALIFORNIA'S APPROACH TO CRITICAL MISSION AREAS

The critical mission areas previously described mirror the broad federal guidance in the *National Strategy for Homeland Security*. At the State level, these critical mission areas have been adopted and refined into California's three-pronged strategy of **prevention, response, and recovery**.

California State government has moved to provide a cohesive link between federal, State and local governments in all areas, including information sharing, resource allocation, critical infrastructure protection, training and exercises. The lead agency for the State in this regard is the Office of Homeland Security, which was created by Executive Order of the Governor in February 2003.

The mission of OHS is to develop and coordinate a comprehensive state strategy that includes prevention, preparedness, and response/recovery. This is consistent with the *National Strategy on Homeland Security* to secure the nation from terrorist attacks. The Office also serves as the State Administering Agent for federal homeland security grants and as the primary liaison with the U.S. Department of Homeland Security. Additionally, OHS serves as an advocate for local public safety agencies throughout California with respect to homeland security issues.

Although OHS is the lead agency for Homeland Security, many State agencies play a vital role in the homeland security effort. Their specific areas of responsibility are detailed in the following breakdown of the three prongs of the State strategy: prevention, response and recovery.

PREVENTION

Prevention Overview

Given Al Qaeda's goal of causing mass casualties and substantial damage to America's economy and icons, and the goal of all terrorists, foreign and domestic, to cause damage and disruption, it is far better to prevent such events from occurring than to have even the best possible response capabilities. Counter-terrorism prevention efforts are relatively new to State and local agencies, and continue to develop as we examine the lessons of 9/11 and review current global and national threat assessment information.

Prevention has as its core cooperation and information sharing between agencies and across disciplines. The federal government has set the tone for creating a new culture of cooperation that is mirrored in State and local efforts. Avoiding jurisdictional rivalries and creating efficient and easy tools to share information is a daunting task, but one that must be accomplished if we are to succeed in countering the terrorist threat. These issues must also be balanced, however, with recognition of the need to appropriately protect the civil liberties of Californians.

Prevention in Detail

The prevention of terrorist acts is, without question, the highest priority of all law enforcement. The key to preventing future attacks is information, and the open sharing of this information between appropriate agencies. The clear and present threat of terrorist attacks in our homeland has resulted in unprecedented efforts by local, State and federal law enforcement agencies to build new partnerships and share terrorism-related information for the express purpose of preventing future attacks. Much, however, remains to be done.

In order to enhance our ability to prevent acts of terrorism within our State, we need a well developed and robust capacity to collect, investigate, assess and disseminate terrorism related threat information. To be truly effective, the development, analysis and sharing of threat information needs to be at full capacity, and fully integrated at local, regional and national levels. Threat information needs to be provided, not only to law enforcement, but also to fire services, EMS, public works, public health agencies and private sector security.

In California, the State has partnered with federal and local agencies to begin to build the infrastructure to facilitate this information sharing, threat assessment and coordination. The State has also taken the necessary steps to ensure that it receives the federal grant funding that is essential to this effort.

The following describes the key areas of California's prevention efforts:

Criminal Intelligence and Interdiction:

The first line of defense in terms of criminal intelligence and interdiction is at the local law enforcement level. Significant prevention resources in terms of funding have been provided to local law enforcement agencies to enhance this ability. Other activities and programs have been developed to aid in this process – again in support of local government.

Formerly, California's counterterrorism efforts were divided between the California State Warning Center [CSWC] and the California Anti-Terrorism Information Center [CATIC] which was operated by the California Department of Justice. Recently, however, a Memorandum of Understanding [MOU] was signed by the California Office of Homeland Security, the California Attorney General's Office [DOJ], and the California Highway Patrol [CHP] to create a joint center that will be a single point of contact to federal agencies, state agencies, local agencies and the private sector with regard to counter-terrorism. This joint center is named the State Terrorism Threat Assessment Center (STTAC) and its mission now also encompasses duties formerly addressed separately by the CATIC and the CSWC.

The new STTAC is tasked with the collection, analysis and dissemination of terrorism-related information; the assessment of terrorism-related threats to California's critical infrastructure and the investigation of terrorism-related information, in full and complete collaboration with federal, State and local agencies charged with a counter-terrorism mission. It also provides a capability to local law enforcement when there is a need to rapidly access federal records and databases.

Also established under the coordination of OHS are four Regional Terrorist Threat Assessment Centers [RTTACs]. Manned by federal, state and local law enforcement officers, as well as local fire and public health officers, RTTACs will provide similar functions and access as the STTAC, but at a regional level.

These State efforts are designed to partner with and complement the federal efforts to date. Each of the four FBI Field Divisions in California (Sacramento, San Francisco, Los Angeles and San Diego) has established Joint Terrorism Task Forces [JTTF]. These task forces include representatives not just of the FBI, but of various other federal, state and local law enforcement agencies as well. Together they conduct investigations, develop evidence and assist other agencies in accurately gauging threat and vulnerability assessments.

In addition to participation in the STTAC, the CHP plays other key roles in the prevention of terrorism. Personnel of the CHP are responsible for the protection of the Governor and other Constitutional Officers. Additionally the protective responsibilities

of the CHP extend to state property and facilities, and certain pieces of the State's critical infrastructure, including bridges and some dams and waterways.

The Governor's Office of Emergency Services' Law Enforcement Branch maintains the California Law Enforcement Mutual Aid System. Through this network, any California law enforcement agency can receive personnel and assets necessary to respond to any emergency, including an act of terrorism. Additionally, personnel from this branch assist local law enforcement in planning for emergencies and special events.

Vulnerability Assessment and Mitigation

Consistent with federal guidance, each local community must complete a vulnerability and threat assessment on a regular basis. The vulnerability assessment assists the jurisdiction in determining the hazards in the community, including potential terrorist targets. The threat assessment assists the jurisdiction in sharing intelligence information as to potential sources of terrorist activity that may be in the area. State agencies support these assessments, while also developing vulnerability and threat information related to state facilities and activities. Funding from terrorism grants (detailed later in this strategy) is contingent on regular completion of this process by state and local entities.

Critical Infrastructure

A vital aspect of preventing future attacks is determining where terrorists are likely to strike. In the past, terrorists have demonstrated a tendency to strike targets not only where they are likely to cause mass casualties, but also where they can destroy an icon of great economic, symbolic, or national significance. Known as critical infrastructure, once such targets are identified, steps can be taken to bolster their security.

This critical infrastructure provides the foundation for our security, governance, economic vitality, and way of life. Its continued reliability, robustness, and resiliency create a sense of confidence and form an important part of our national identity and purpose. Critical infrastructures frame our daily lives and enable us to enjoy one of the highest overall standards of living in the world. Other key assets stand as symbols or icons of American values and heritage. They celebrate our ideals and way of life and present attractive targets for terrorists.

The facilities, systems, and functions that comprise our critical infrastructures are highly sophisticated and complex. They included human assets and physical and cyber systems that work together in processes that are highly interdependent. They also consist of key nodes that, in turn, are essential to the operation of the critical infrastructures in which they function. Key assets and high profile events are individual targets whose attack, in the worst case scenarios, could result in not only large-scale human casualties and property destruction, but also profound damage to our national prestige, morale, and confidence.

To build and implement a robust strategy to protect our critical infrastructures and key assets from further terrorist exploitation, we must understand the motivations of our enemies as well as their preferred tactics and targets. We must complement this understanding with a concerted, comprehensive assessment of the infrastructure and assets to be protected, their vulnerabilities, and the challenges associated with eliminating or mitigating those vulnerabilities. This requires coordinated action on the part of federal, state, and local governments; the private sector; and concerned citizens across the country.

Critical Infrastructure Objectives:

California is committed to:

- 1) Identifying and assuring the protection of those infrastructures and assets within the state deemed most critical in terms of public health and safety, governance, economic and national security, and public confidence consequences;
- 2) Providing timely warning and assuring the protection of those infrastructures and assets that face a specific, imminent threat; and
- 3) Assuring the protection of other infrastructures and assets that may become terrorist targets over time by pursuing specific initiatives and enabling a collaborative environment in which federal, state, and local governments and the private sector can better protect the infrastructures and assets they control.

Additionally, California must seek to engender coordination of protective and emergency response activities and resource support among local jurisdictions and regions in close collaboration with designated federal lead departments and agencies. California must further facilitate coordinated planning and preparedness for critical infrastructure and key asset protection, applying unified criteria for determining criticality, prioritizing protection investments and exercising preparedness. California must allow for the exchange of relevant security information and threat alerts down to the local level.

Finally, the State must also act as a conduit for requests for federal assistance when the threat at hand exceeds the capabilities of local jurisdictions and private entities within those jurisdictions. Protecting critical infrastructure and key assets inevitably requires a close and extensive cooperation among all three levels of government.

California has a broad array of critical infrastructure sectors, each of which OHS has worked with to attempt to identify the sites, assess their vulnerability either as a sector or an individual site, and provide information and resources to assist in addressing any vulnerabilities. These sectors are as follows, and match those identified in the federal strategy:

- (1) Agriculture and Food
- (2) Water

- (3) Public Health
- (4) Emergency Services
- (5) Defense Industrial Base
- (6) Telecommunications
- (7) Energy
- (8) Transportation
- (9) Banking and Finance
- (10) Chemical Industry and Hazardous Materials
- (11) Postal and Shipping
- (12) National Monuments and Icons
- (13) Dams
- (14) Government Facilities
- (15) Commercial Key Assets

Homeland Security Advisory System:

As established in Homeland Security Presidential Directive 3, the Federal Government has implemented the Homeland Security Advisory System (HSAS) to provide a comprehensive and effective means to disseminate information regarding the risk of terrorist acts. The system provides warnings in the form of a set of graduated "Threat Conditions" that increase as the risk of the threat increases.

While the State of California has adopted the HSAS system; it has also developed a version specifically focusing on state agencies. At each Threat Condition, State departments and agencies would implement a corresponding set of "Protective Measures" to further reduce vulnerability or increase response capability during a period of heightened alert.

Each State department and agency is responsible for determining what actions and plans are most appropriate for that agency's Protective Measures. The threat advisory guidelines should be used as a catalyst for the review, refinement, and modification of existing emergency and business resumption plans, as needed. Assistance is available from a number of Federal, State, and local agencies.

RESPONSE

Response Overview

California, due to its high number of natural disasters, has become a national leader in the field of emergency management and response coordination. California has a Master Mutual Aid Agreement and has established the Standardized Emergency Management System (SEMS) to ensure that appropriate mutual aid flows to local agencies that suffer a natural or other disaster that exceeds the capacity of their resources in a coordinated and well managed way. The State is now undertaking efforts relative to SEMS/NIMS integration to address the newly adopted National Incident Management

System (NIMS) standards. An Executive Order (EO S-2-05) was issued by Governor Schwarzenegger in February 2005 adopting the NIMS standards and directing that compliance measures be taken by State agencies.

The State has also coordinated the spending of hundreds of millions of federal grant dollars by local agencies to purchase the equipment needed to prepare first responders to respond to an attack by a weapon of mass destruction. This spending has been designed to promote cross-discipline cooperation and coordinated planning.

Having the resources, both in terms of equipment and well-trained personnel, to respond to a terrorist attack is a vital portion of both the federal and State strategies. Providing emergency fire, medical and police services when it counts has the potential to save countless lives and personal property, and we must be prepared to deliver these services effectively when needed.

Response in Detail

When responding to an emergency, the sharing of information and intelligence in a timely and useful manner with a variety of public safety and other disciplines is critical. Effective communication not only helps prevent and deter terrorist attacks; it is essential in order to effectively respond to such an event. An established command and mutual aid structure is equally vital.

Due to the State's experience with natural disasters in the past, this type of structure already exists in California. It too, however, must be adapted to address this new threat. OHS is working to develop or adopt a system for electronic information sharing among and between government and key private organizations. California has also developed rigorous training and exercise programs to adequately prepare first responders for times of crisis. Finally, the State has taken steps to inform and train the general public as to how they can aid the response effort in the event of an emergency.

The following describes the key areas of California's response efforts:

Standardized Emergency Management System (SEMS)

Terrorist incidents create a unique environment in which to coordinate emergency response. Local public safety responders are typically the first on scene during an actual incident and local government has primary responsibility for protecting public health, safety, property and the environment. Local first response is conducted under SEMS. This forms the basis of California's concept of operations for managing any kind of emergency or disaster, including terrorist incidents. Upon determination that the incident is an act of terrorism, the federal Department of Homeland Security, specifically the FBI, will establish the lead in the criminal investigation of the event. Local and state authorities always maintain control of their response resources and continue to operate utilizing SEMS.

SEMS was developed by the OES for responding to and managing multi-agency and/or multi-jurisdictional emergencies and disasters, including terrorist incidents, within California. SEMS facilitates priority setting, interagency cooperation, and the efficient flow of resources and information.

SEMS incorporates the Incident Command System (ICS), multi-agency or interagency coordination, the California Master Mutual Aid Agreement and associated discipline-specific mutual aid sub-systems, and the Operational Area (OA) concept. These components operate at all SEMS levels and within all SEMS functions. The State is undertaking the task of integrating SEMS with the U.S. Department of Homeland Security's *National Response Plan*, and NIMS. The components of SEMS are; management, planning and intelligence, operations, logistics, and finance and administration.

The five SEMS organization levels, together with the private sector, are also collectively referred to as the California Emergency Organization. This organization represents all resources available within the state that may be applied to disaster response and recovery. It operates from established Emergency Operations Centers (EOCs) at all levels of government, as well as in many businesses and industries. The goal is to support emergency activities that protect life, property, and the environment while integrating the activities of the federal response organization. In addition, a number of discipline-specific mutual aid sub-systems have been developed in California to support the emergency management structure

State Assistance

Response and recovery assistance follows the normal mutual aid system component of SEMS whereby requests for assistance originate at the lowest level of government and are progressively forwarded to the next level until filled. State resources may be provided to emergencies. If the Governor proclaims a State of Emergency because of the incident, all resources of the state may be directed to the response. State agencies may be assigned to assist based on their duties and responsibilities as described in the State Emergency Plan and each agency's administrative order.

State agencies with mandated responsibilities for emergency response will follow their established plans and procedures. During complex emergencies involving multiple jurisdictions and agencies, coordination of resources can be achieved through the use of liaison officers, agency representatives, and Unified Command.

Key Role of Healthcare, Emergency Medical Services and Public Health System Providers

The need for enhanced preparedness, planning and response to protect California's population from the acts or threats of terrorism is the responsibility of all

disciplines including the healthcare, EMS and public health system providers. The responsibility for disaster medical and public/environmental health management rests with the California Emergency Medical Services Authority (EMSA) and the Department of Health Services (DHS). Their roles are replicated at the county level through local health departments and EMS agencies. Recognition of the essentially private and not-for-profit ownership of the vast majority of medical and health resources in California and the nation necessitates the need for unique partnerships between government agencies and the health care industry. Coordinated and integrated preparedness and response plans including mutual aid and cooperative assistance support, training, logistics support and joint operations and management response organizations are in place or under development.

The California Environmental Protection Agency (Cal/EPA) is generally the lead State agency on all chemical release risk assessments, environmental monitoring, and site cleanup and decontamination in the case of a chemical release incident. They are an important part of meeting the vital need to have an effective clean-up effort as part of the recovery process for a CBRNE attack.

Grant funds from the Federal Centers for Disease Control (CDC), Health Resources and Services Administration (HRSA) and Office of Domestic Preparedness are being used to build capacity to respond to bioterrorism and other CBRNE threats. DHS and local public health departments are improving communicable disease surveillance programs and laboratory capabilities; implementing statewide electronic alerting, notification and risk communication systems; planning for any potential distribution of the Strategic National Stockpile, and; developing training programs for public health professionals. The EMS Authority and local EMS agencies are building hospital and clinic mass casualty surge capacity; improving decontamination and staff personal protection capacities; providing updated hospital/EMS communication systems; and developing training programs for healthcare providers. Multi-discipline committees consisting of government agencies and healthcare partners meet to make state and local funding decisions.

The state along with local health departments and EMS agencies are strengthening disaster medical and health management and integration statewide by extending SEMS/NIMS principles into the private and not-for-profit sectors. The majority of California hospitals now utilize the Hospital Emergency Incident Command System developed by the EMS Authority. A clinic version will be developed in the coming year. Ambulance strike teams are being assembled with EMT-Paramedics receiving ICS training. Private and not-for-profit health care personnel participate in California's Disaster Medical Assistance Teams and field Management Support Team and conduct activities using ICS. Hospitals, clinics, blood banks and private ambulance providers participate along with government agencies and public safety departments in the annual statewide disaster medical and health exercise. This exercise has focused on the response to terrorism scenarios in the last three years. All exercise activities are conducted under

SEMS with future emphasis to be focused on the integration of the National Incident Management System (NIMS).

California's and the nation's preparation for a chemical, biological, nuclear or radiological attack still requires much additional effort. The potential logistical issues of providing medical services, immunizations, medications and aid to mass casualties remains a daunting task in an already-strained medical and public health response system. Nonetheless, progress has already been made and the issue remains an ongoing focus of resource allocation and planning efforts.

California State Warning Center (CSWC)

In addition to its law enforcement function, the mission of the CSWC with regard to response is to be a signal and information conduit for the Governor's Office and other State constitutional officers, and a central information hub for Statewide emergency communications. In the case of an emergency civilian OES emergency notification, personnel would alert, coordinate and help guide response teams across the State.

State Threat Advisory Committee (STAC)

The California State Threat Advisory Committee (STAC) was established to provide an ongoing capability for rapid assessment of information regarding the potential impacts from specific terrorist threats or events in California. This Committee remains a critical element of the ability of the State to address credible terrorist threats and incidents.

STAC provides a means by which key agency representatives can contribute to a consensus decision as to what a specific incident means to the State of California. STAC assessments are communicated directly to the Governor's office. The STAC also meets for planning, coordination and information purposes. It meets on an ad-hoc basis at the call of the Director of OHS.

The STAC is comprised of key State and sometimes federal public safety agencies. STAC meetings may invite consulting agencies into discussions when the threat appears to involve issues within their expertise and jurisdiction.

The STAC's multi-disciplinary objective is to take information from a variety of sources and develop information advisements and action recommendations to the Governor's Office, through the OHS.

Training and Exercises

OHS has designated the State Military Department (SMD) as its executive agent for coordinating the State's first responder training and exercise program to prepare to respond to weapons of mass destruction attacks. SMD has formed a multi-agency team to

develop courses and exercise. These coordinated, multi-disciplinary courses are available through the OES California Specialized Training Institute, the California National Guard, State Fire Marshal, Emergency Medical Services Authority and through the Peace Officers Standards and Training (POST) system. Since the establishment of these programs, over 100,000 first responders have been trained.

Additionally, the Emergency Response Training Advisory Committee [ERTAC] was established by legislation in 2003. It recommends criteria for terrorism awareness curriculum and content for training of state and local emergency response personnel and volunteers. The Committee also makes recommendations on training needs for first responders. ERTAC has representatives from various state and local emergency response organizations, some named by statute, and some appointed by the Governor.

OHS continues to strive to ensure that training and exercise programs for first responders are coordinated to make certain that the efforts and multi-disciplinary, and that waste and duplication of effort is avoided. OHS and the SMD work under the guidance of the federal Office of Domestic Preparedness (ODP), which certifies homeland security training programs. OHS and SMD also strive to take the lessons learned from exercises, and apply those lessons to the development of new training programs to address any deficiencies.

Citizen Preparedness

In response to the attacks of September 11, 2001, President Bush initiated the USA Freedom Corps program, a major component of which is Citizen Corps. Citizen Corps' primary focus is to help coordinate volunteer activities that will make the nation's communities safer, stronger, and better prepared to respond to any emergency situation, including acts of terrorism. It provides opportunities for people to participate in a range of measures to make their families, their homes, and their communities safer from the threats of crime, terrorism, and disasters of all kinds.

Governor Schwarzenegger has designated the California Service Corp (CSC) as the lead state agency to institute Citizen Corps into California's communities. CSC was selected because for the past nine years it has been the lead state agency for the administration of AmeriCorps community service grants in California.

In November of 2002, CSC began distributing local Citizen Corps grants to each Operational Area (County) and the Tribal Nations. These grants were designated as seed money for the Operational Areas to begin the process of creating local citizen corps councils as collaborative networks to implement local coordination of volunteers. The programs outlined below encompass the statewide efforts to engage citizens within their neighborhoods and with the first responder community to enhance homeland security statewide:

Citizen Corps Councils

Citizen Corps Councils serve as the intersection of first responder and emergency management agencies, community- and faith-based organizations, volunteer programs, and community members. Councils coordinate community preparedness and safety programs while working with a variety of organizational partners. Councils integrate the various Citizen Corps programs with law, fire, and other emergency response programs to ensure that communities work collaboratively in order to meet local emergency needs as they arise. While each neighborhood, community, and region will determine its own Citizen Corps Council membership, the primary qualification to participate in the Council is the commitment to educate the public on safety, to help citizens take an active role in protecting themselves from harm, to teach citizens what to do in the event of a crisis, and to expand volunteer opportunities that will make the community safer.

Community Emergency Response Team (CERT) Program

The Community Emergency Response Team (CERT) program helps train people to be better prepared to respond to emergency situations in their communities. CERT members provide critical support to first responders, such as police/sheriff and fire fighters during an emergency. CERT volunteers assist affected people, organize spontaneous volunteers, and collect disaster information to support emergency response efforts. CERT training includes disaster preparedness, disaster fire suppression, basic disaster medical operations, and light search and rescue.

Medical Reserve Corps

Medical Reserve Corps (MRC) coordinates the skills of practicing and retired physicians, nurses and other health professionals, as well as citizens interested in health issues, who are eager to volunteer to address their community's ongoing public health needs and to help their community during large-scale emergency situations. These local groups assist neighborhoods and first responders with medical needs surrounding emergency planning and homeland security.

RECOVERY

Recovery Overview

Support for terror victims must be as well-planned and coordinated as efforts to prevent and respond to terrorist attacks. From victim's compensation to the rebuilding of homes and businesses, we must be prepared to coordinate both public and private donations and resources to ensure that aid reaches victims in a timely and efficient manner.

California, again due to the large number of natural disasters that have occurred here, has much experience in providing such aid. From support to crime victims to relief to natural disaster victims, California has a structure in place to provide assistance to those in need using federal, State and potentially private resources.

Recovery in Detail

Though the State will employ every means at its disposal to prevent future terrorist attacks and mitigate the damage should one occur, California must at the same time be prepared to do everything in its power to aid victims in the wake of such an attack. Following an act of terrorism, state and federal recovery programs may be made available to assist individuals, businesses and governmental entities in obtaining critical disaster relief. The public must also be made aware of what resources are available to them, should they be in need. California's Office of Emergency Services [OES] is the lead agency in this area. Many recovery issues are likely to be of heightened importance, based on lessons learned from the September 11, 2001 attacks, including: short and long-term mental health support, donations management and use of volunteer resources, long-term public health impacts, and long-term community restoration. Coordination with the National Response Plan, continuity of government/continuity of operations planning and the integration of SEMS/NIMS into recovery operations are also important to recovery efforts. Key efforts in this area include:

Disaster Recovery Assistance

OES is responsible for managing the state's disaster recovery activities and ensures that state and federal support are provided in an efficient and timely manner. OES acts as grantee for federally funded disaster assistance programs, as grantor for the California Disaster Assistance Act (CDAA) program, and coordinates recovery assistance for individuals, businesses, public agencies and the agricultural community. Additionally, OES oversees hazard mitigation activities throughout California and provides technical support to reduce the costs and streamline the process of future recovery efforts for all disasters, including acts of terrorism. In support of these responsibilities, OES performs extensive liaison activities with local, state and federal agencies, legislators, various volunteer and non-profit organizations, as well as the general public.

California Disaster Assistance Act (CDAA)

Following the September 11 attack on the World Trade Center, the Legislature amended California's Government Code, Section 8680.3, at OES' request, to include "terrorism" in the definition of a disaster. As such, response and recovery assistance and funds available under the CDAA would be available for an act of terrorism with the same regulatory requirements as any natural disaster. CDAA authorizes the Director of OES to provide financial assistance to local agencies for public real property that is damaged or

destroyed by a disaster. This program further assists local agencies with reimbursement for certain emergency activities undertaken in response to the disaster event.

Education and Awareness

OES develops and conducts educational programs for grant recipients, disaster victims, local and state agencies, private non-profit organizations, and other interested parties. These external educational programs focus on the regulatory requirements of disaster recovery programs for all hazards, including acts of terrorism, trends in emergency management activities, and standard technical practices such as building code standards and engineering requirements.

California state legislators and other state and federal agency representatives are updated on educational information to improve their understanding of California's approach to disaster recovery. External programs include briefings, presentations, workshops, exercises, and conferences. In addition, OES develops and distributes publications, exhibits, and videos, and participates in other public information support activities.

Disaster Resistant California (DRC)

The DRC is an annual training conference held each spring; registration information can be obtained on the OES Web page. The DRC is designed to:

- Promote public/private partnerships;
- Provide a forum for the exchange of risk assessment and risk reduction information;
- Present best practice information regarding emergency management and homeland security issues; and
- Provide a training and certification venue for OES, the International Association of Emergency Managers (IAEM), and the Disaster Recovery Institute International (DRII).

SUPPORT OF LOCAL GOVERNMENT

Although prevention, response and recovery are the three prongs of California's strategy, it is important to mention the importance of State support to local government. All emergencies, be they natural or man-made, start with response at the local level. As such, the State's role is to support and coordinate local preparedness and response capabilities, as well as support and coordinate prevention and recovery efforts.

Local officials remain in charge of activities in their community except in situations where legal authority dictates that another level of government has jurisdiction.

Even where federal or state jurisdiction exists, this will most often relate to only one aspect of a terrorism situation. Local agencies are ultimately in charge of what occurs in their communities. OES is responsible for coordinating the State's disaster preparedness and response activities, assisted by other State agencies, in support of local government and under the guidelines of the California State Emergency Plan.

FEDERAL HOMELAND SECURITY GRANT STRATEGY

The federal government has addressed the threat of homeland security in part by providing federal grant funds to achieve a variety of prevention and preparedness goals. California has built upon the federal resources and grant guidelines provided to develop a strategy to equip, train and exercise California's first responders to prepare for an attack from a weapon of mass destruction. In accordance with HSPD-8, California will identify capabilities and needs associated in order to ensure grant funding is being spent in a way that better prepares for and prevents future terrorist events. California has complied with federal requirements by submitting a three-year grant strategy that serves as California's grant funding plan. This document covers the broad themes of that plan.

Additionally, several other grant programs have been established to address more specialized homeland security needs, such as bioterrorism, ports and mass transit districts. The State receives the bioterrorism grants for distribution to local public health officers, and to emergency medical response personnel. The lead agencies for distribution of these grants are the Department of Health Services and the Emergency Medical Services Authority. The grants are used for improving public health preparedness and laboratory capacity, and to train and equip emergency medical first responders.

Increasing Capacity and Capability

Funding is an essential element of all anti-terrorism activities, whether with regard to prevention, response, or recovery. Grant funds are being used for equipment acquisition, training and exercise development. OHS is charged with distributing these funds to local governments and appropriate state agencies.

Grant Strategy

When distributing funds, OHS aims to identify a strategic direction for enhancing California's local jurisdiction and statewide response capability and capacity to prevent and reduce vulnerability to WMD/terrorism incidents. This is an exceedingly complex mission that requires coordination, cooperation and focused effort from the entire region, including: citizens, local, state, and federal government, and the private and non-profit sectors.

OHS allocates grant funds on a "ground up" basis. In other words, local governments have a great deal of influence in the process. The strategy recognizes that large population centers are the most at risk and need the most resources, but also that

smaller areas are not threat-free, and are deserving of an appropriate share of resources. The strategy relies on local agencies to collectively, using a multi-disciplinary approach, identify their needs and vulnerabilities and develop a plan based on the federal funding criteria that best addresses those needs.

Current funding plans are a reflection of the results of self assessments completed by California's 58 Operational Areas (OA) and 9 Urban Areas (designated by the federal Department of Homeland Security). Each OA (which geographically corresponds to the State's counties), provided comprehensive risk, capabilities, and needs assessments. Funds were then allocated to address unique planning, equipment, training, and exercise needs all under the general auspices of building an enhanced and sustainable capacity to prevent, respond to and recover from threats or acts of terrorism. To ensure the money is spent for homeland security purposes, funding is given directly to the agencies that request it, bypassing local bureaucracies.

Priorities

Grant funds will be used to further the State's three-pronged strategy of prevention, response and recovery, as detailed in this document. In particular, priority will be given to first responders in law enforcement, fire services, and emergency medical services.

To the greatest extent possible, resources obtained to support this homeland security strategy will also support an all-hazards approach to emergency preparedness, response, recovery, mitigation, and prevention.

As a result, grant money has been part of a statewide funding strategy used to:

- Enhance prevention and response capabilities for first responders.
- Maintain the State's Standardized Emergency Management System / National Incident Management System (SEMS/NIMS) structure.
- Enhance the State's capabilities through planning, training, and exercises that include all disciplines.
- Increase the capability of all emergency responders to respond to, detect, and contain the affects of, a WMD incident.
- Enhance the State's capability for threat assessment analysis and coordination.
- Identify, assess, and enhance the protection of the State's critical infrastructure.
- Further develop the State's prevention, detection and response capabilities for a potential chemical, biological, nuclear or radiological attack.

CONCLUSION

Homeland security remains an emerging area with much room for growth and analysis. OHS is committed to continuing to work closely with other federal, State and local agencies to provide for the safety of all Californians. As a part of this effort, the continuing and rapid development of new programs, information and analysis require that a strategy such as this be refined almost continuously. As such, OHS will continue to lead efforts to ensure that the State's efforts and strategy reflect ever-changing circumstances.